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ABSTRACT

This report focuses on the potential of Workforce Investment Act Youth Councils (YCs) to become proponents of and planners for coordinated youth services and to advocate for improved outcomes for in-school and out-of-school youth, whether a person qualifies for services under the act or not. The study reviews plans and strategies of YCs in these eight communities: Albuquerque, New Mexico; Cape Cod and the Islands, Massachusetts; Gloucester County, New Jersey; Kansas City, Missouri; New Haven, Connecticut; Philadelphia, Pennsylvania; San Diego, California; and Sonoma County, California. Focus is on key aspects of the evolution of each of these communities' efforts to date, including the YC's mission, composition, and structure; initial planning activities, such as resource mapping; the strategy embodied in their Requests for Proposals from service providers; and variations in how these communities intend to ensure that required services are available to young people. The final section draws these conclusions: history matters; money matters; alignment of youth programming does not require centralized control of youth resources; year-round programming poses challenges of design and coverage; YCs must balance strategies for engaging employers with strategies for meeting other youth needs; and specific strategies are needed to engage school districts and keep them engaged. Appendixes include a matrix that defines options available to YCs along a continuum from narrow to comprehensive. (YLB)

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School-to-Work Intermediary Project

Issue Brief

May 2001

Youth Councils and Comprehensive Youth Planning: A Report from Eight Communities

Richard Kazis

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SCHOOL-TO-WORK INTERMEDIARY PROJECT

MAY 2001

ISSUE BRIEF

YOUTH COUNCILS AND COMPREHENSIVE YOUTH PLANNING: A REPORT FROM EIGHT COMMUNITIES

By Richard Kazis, Jobs for the Future

The 1998 Workforce Investment Act (WIA) created a new opportunity for states and localities to improve planning and services for young people. The Act requires that each local Workforce Investment Board create a broadly based Youth Council to address youth issues related to WIA.

WIA's legislative language gives each Youth Council a choice. It can follow the letter of the law and define its function narrowly: in this approach, the Youth Council exists to help the local Workforce Board plan for and monitor the spending of youth funds available through the WIA system. But a local Youth Council can also define its role more broadly: as a convenor, planner, coordinator, and broker of youth services across different funding streams and programs, for a broad range of young people in the local service area. WIA opens the door for a Youth Council to become the architect of a more comprehensive local youth service delivery system.[1]

This report focuses on the potential of Youth Councils to take on this more comprehensive mission: to become proponents of and planners for coordinated youth services and to advocate for improved outcomes for in-school and out-of-school youth, whether a person qualifies for services under WIA or not. *(See Appendix 1 for a detailed analysis of how a broader definition of Youth Council roles might affect the choices and operations of a local Youth Council. The appendix contains a matrix, prepared by the Commonwealth Corporation, that defines the options available to Youth Councils along a continuum from narrow to comprehensive.)*

Our findings are based upon an assessment of early progress in eight communities and regions that have demonstrated a serious interest in, and commitment to, creative and active Youth Council implementation. We do not assess the trajectory of Youth Councils nationally, nor do we identify an "average" council or characterize typical implementation. Rather, we take a close look at the early evolution of Youth Councils that want to advance toward comprehensive youth service planning and delivery.

The authors and their organizations bring an explicit bias to this study. We believe that focusing narrowly on WIA-eligible youth and the allocation of WIA youth funds constitutes a missed opportunity for the new youth planning infrastructure created by the Workforce Investment Act. WIA funding is both restrictive and limited: restrictive in its eligibility requirements and limited in its total

This study was designed and conducted by a collaborative research team from Jobs for the Future and the Commonwealth Corporation. Case study research was done by Janet Daisley, Charles Goldberg, Terry Grobe, and John Niles of the Commonwealth Corporation and by Leslie Haynes, Marc Miller, and Richard Kazis of Jobs for the Future. Review and substantive editorial suggestions were provided by Alex Hoffinger and Ephraim Weisstein of Commonwealth Corporation and Carla Richards of Jobs for the Future. We appreciate the cooperation and assistance of individuals we interviewed in each of the eight communities included in this study. Their commitment, creativity, and hard work are inspiring.

amount per community. To the extent that a Youth Council is seen only as the place for making decisions about U.S. Department of Labor funds, its impact on the community and young people is likely to be modest. However, if a Youth Council can help align and rationalize the way diverse funding streams are invested to serve young people, and if it can assist regions in putting into operation the coordination of youth services, it will do more to help local youth—and local youth-serving organizations will be more likely to allocate their resources strategically and effectively.

In this study, we review the plans and strategies of eight Youth Councils, identify challenges and lessons from their early experience, and suggest strategies and approaches that other initiatives might embrace. We ask the following questions about each of the eight Youth Councils:

- How is it evolving?
- What approaches are being used to promote more comprehensive youth service planning and programs?
- What challenges have been identified at this early stage in its development?
- What practical lessons can be learned from its experience?

Comprehensive Youth Planning in Eight Communities: A Status Report

In early 2001, Jobs for the Future and the Commonwealth Corporation conducted research on the progress and strategies of eight newly formed Youth Councils:

- Albuquerque, New Mexico;
- Cape Cod and the Islands, Massachusetts;
- Gloucester County, New Jersey;
- Kansas City, Missouri;
- New Haven, Connecticut;
- Philadelphia, Pennsylvania;
- San Diego, California; and
- Sonoma County, California.

In each community, we interviewed staff and board members of the Youth Council and of other local youth-serving organizations. We examined documents that included the

Youth Councils and Their Relationship to School-to-Career Initiatives

As Youth Councils form and find their way forward, another structure designed to improve the planning and coordination of youth activities—the School to Work Partnership—is entering the later stages of its development. More than 1,300 of these partnerships were established under the 1994 School to Work Opportunities Act, which charged them with coordinating and promoting school-based, work-based, and connecting activities for participating young people.

The five-year period of federal funding to build school-to-work systems is winding down, and these partnerships are grappling with their futures. Can they be sustained? Should they? And what should be their relationship with the emerging Youth Council and Workforce Investment Board system?

Most of the communities studied for this report have had active school-to-work initiatives in the past decade, and most are represented in the School-to-Work Intermediary Network. Coordinated by Jobs for the Future and New Ways to Work, this lively learning network brings together almost 50 organizations that connect young people, school, and employers.

The experience of the eight communities in this study indicates that having had a strong school-to-career foundation may make it easier to launch ambitious Youth Councils with a more comprehensive vision and the ability and desire to plan for local youth development. At the same time, our research suggests that some accomplishments of school-to-career may be harder to sustain under the Youth Council framework.

In several of the text boxes that follow, this report discusses the relationships between emerging Youth Councils and existing school-to-career initiatives and planning bodies. *See Appendix 2 for a matrix summarizing the relationship of members of the School-to-Work Intermediary Network to their local Youth Councils.*

youth component of the state's Workforce Investment Act plan and the Requests for Proposals issued by the Youth Councils this year for WIA-funded services to in-school and out-of-school youth, as well as other materials provided by Youth Council staff.

The purpose was to understand how a group of diverse Youth Councils are faring as they try to coordinate and lead the planning for, alignment of, and improvement of youth services in the region. We looked for Youth Councils and communities that met two broad criteria (*see Appendix 3 for the full selection criteria*):

- Key local stakeholders are committed to and are making progress in integrating services for all youth, both in-school and out-of-school.
- The Youth Council is playing a significant role in that effort.

The research team identified about 20 candidates from our own knowledge of the field, as well as from suggestions provided by U.S. Department of Labor officials, the National School-to-Work Office, the National Youth Employment Coalition, members of the School-to-Work Intermediary Network, and others. The eight communities or regions included in this study were selected based on their responses to an initial screening questionnaire.

In this report, we focus on key aspects of the evolution of each of these communities' efforts to date, including: the Youth Council's mission, composition, and structure; initial planning activities, such as resource mapping; the strategy embodied in their Requests for Proposals from service providers; and the variations in how these communities intend to ensure that required services are available to young people. The final section draws lessons from the early experiences of these eight communities.

Breadth of Mission

Because we targeted the research on Youth Councils that intend to reach beyond WIA-eligible youth in their efforts, it is not surprising that their mission statements express this goal. Here are two examples:

Cape Cod and the Islands Youth Council Mission Statement:

The purpose of the Cape Cod and the Islands Youth Council is to serve as a catalyst to build a comprehensive youth service delivery system. The Council develops and implements youth workforce development decisions on behalf of the Cape and Islands Workforce Investment Board and advocates for issues involving youth.

To successfully transition to working adulthood, youth need access to services that:

- Prepare them for success in employment
- Improve educational achievement
- Provide overall support
- Develop their potential as citizens and leaders

The Cape Cod, Martha's Vineyard and Nantucket Youth Council works to ensure these four service elements are available to all Cape and Islands youth.

Philadelphia Youth Council Mission Statement:

To provide leadership and advocacy in support of career success for Philadelphia youth. To this end, the Youth Council is charged with the responsibility to oversee youth funds and activities authorized by the Workforce Investment Act, and to build a youth workforce development system that aligns the City's diverse youth-related funding streams in ways that reflect a citywide consensus on effective youth practice and programming to support these goals.

Both statements acknowledge the WIA system as the starting point but look beyond WIA funding streams and activities toward more comprehensive youth services. Cape Cod's mission emphasizes the four key themes for successful youth transitions that are specified in WIA. Philadelphia's statement focuses on aligning diverse funding streams.

While some of the mission statements we examined are less far-reaching than these (and a few Youth Councils are still crafting mission statements), there is a general consensus on the desirability of planning for greater integration of youth programming.

Variations exist. Some communities emphasize educational or academic goals more than others; some highlight advocacy goals while others stress oversight responsibilities. In general, though, the San Diego County Youth Council's formulation would probably resonate with all eight: "to build a universal access workforce development system for youth."

Youth Council Composition

The legislation mandating the creation of Youth Councils specified that the representation be broad: WIB members with interest and expertise in youth policy; representatives of youth service agencies, including juvenile justice and local law enforcement agencies; representatives of local public housing authorities; parents of eligible youth; individuals with experience relating to youth activities, including former participants; and Job Corps representatives where appropriate. While the legislation did not specify education and employer stakeholders, both are represented on the Youth Councils in all eight communities.

What is Gained and Lost in the Transition from School-to-Career to Youth Councils?

Several trends and challenges are evident in communities that are moving from school-to-career partnerships to WIA Youth Councils as a locus of collaborative planning for youth:

Where the WIA system differs from school-to-career efforts:

School-to-career focuses on in-school youth; this focus must be broadened in communities that seek to sustain school-to-career through WIA. The youth-serving system for WIA Youth Councils focuses on out-of-school, high-risk, and special needs youth. A Youth Council's first responsibility is to disadvantaged youth with one or more barriers to labor market success.

As a result of this different focus, the composition of school-to-career partnerships and Youth Councils tend to differ: Youth Councils tend to have less robust business and school system representation and greater involvement of social service agencies, although our research found significant exceptions to this overall trend.

What school-to-career put in place that can help Youth Council efforts:

In many communities, school-to-career partnerships have served as an important venue for convening diverse groups committed to helping young people succeed. These partnerships have brought together key community stakeholders: business leaders, educators, local government representatives, and leaders from other youth-serving institutions. Although the school-to-career focus tends to be on in-school youth, STC partnerships have frequently created opportunities for broader networking, personal relationships, and alliances than those typically organized either by school programs or by the second-chance workforce system. In some communities where the partnerships were weak or ineffective, representatives of different youth-serving institutions (particularly school districts and employers) have had more limited opportunities to meet regularly, work together, and develop the trust that is a prerequisite of effective and creative planning for public resource use.

What school-to-career provided that may be difficult to sustain:

School-to-career initiatives have often had another benefit for communities that may be helpful to Youth Council efforts. STC funds, combined with other resources, have often supported local organizations that staff the partnerships, provide needed technical assistance to partners, and keep the partners' efforts moving forward. However, WIA youth funding is insufficient by itself to fund the staff and infrastructure that supported many communities' school-to-career efforts. Some participants in this study noted that the experimentation with program design and development that was possible in the school-to-career context is not an option for Youth Councils, whose primary responsibility is planning and oversight. Others have emphasized the gap that might arise in the transition from one system to the other in the capacity of local initiatives to organize employers and sustain their involvement; intermediary organizations funded at least in part with STC money have played this important function in many communities.

Because many of the Youth Councils in this study had their roots in school-to-career initiatives, they tend to have strong school system and employer representation. In Kansas City, according to one person interviewed, "The broad involvement of both in-school and out-of-school efforts is seen as central to the effectiveness of the Youth Council." The WIB has created a 33-person council that includes representatives of charter schools, vocational schools, alternative schools, metro community colleges, and local school districts, as well as the Boys and Girls Clubs, the housing authority, Southwestern Bell, and the AFL-CIO.

San Diego's Youth Council, formed from the nucleus of the San Diego School-to-Career Executive Council, is even larger. Its 44 members include not only those mandated by WIA but also district superintendents, school-to-career practitioners, the president of the United Way, the county sheriff, a faith-based organization, a major employer, and representatives of specific youth programs run by the San Diego Workforce Partnership.

Albuquerque's Youth Council is somewhat special. The Middle Rio Grande Business and Education Collaborative is a 501(c)(3) non-profit organization originally established as a regional school-to-work partnership. In late 2000, MRGBEC obtained permission and funding from the state to set up a Youth Council—and MRGBEC's regional School-to-Work Partnership Board became its Youth Council. Because of this origin, MRGBEC's by-laws require the Albuquerque Youth Council to be at least 51 percent business-led. Other members represent education, government, labor, and community-based youth-serving organizations.

Sonoma County expanded the school-to-work partnership to address gaps in youth service. Special efforts were made to secure significant education representation. ESL and special education representatives were added, as were representatives of welfare, human service, probation, and juvenile justice agencies.

In most of these communities, the Youth Council's creation has brought important new voices into the discussion of how best to serve youth. In some areas, though, creating a new institution has not by itself dramatically expanded stakeholder representation. This is

Relationship of Youth Councils to School-to-Work Partnerships

In all eight areas, local school-to-work partnerships had laid a foundation for the convening and planning activities now at the heart of the Youth Council mandate. As federal school-to-work resources come to an end and WIA funds flow, key stakeholders in each community have had to decide on the relationship between the school-to-work partnership and the emerging Youth Council. There is significant variation among the eight sites:

Albuquerque: The school-to-work partnership has become the Youth Council.

Cape Cod: The partnership remains a separate entity, but the members of its Leadership Committee are active Youth Council Members. The former staff director for the partnership staffed the Youth Council's formation. The director of the partnership is a member of the Executive Committee.

Gloucester County: A number of members of the local School-to-Work Committee became members of the Youth Council. Independent operation of the partnership is "on hold," according to a representative of the Gloucester County WIB.

Kansas City: Youth Council member BE^2/The Learning Exchange is the school-to-work partnership for the region. The Youth Council's service area (five counties in one state) is smaller than that of the partnership (nine counties in two states).

New Haven: The Youth Council draws on a community partnership that evolved when the city was preparing an application for a Youth Opportunity Grant from the U.S. Department of Labor. This group had school-to-work partnership members as its core group. The regional School-to-Work Partnership continues to meet monthly at a local community college and is working to build capacity for programming in three industry clusters: Technology, Teaching, and Allied Health/Biotech.

Philadelphia: The School-to-Career Leadership Council served as the foundation for the Youth Council, then chose to disbanded when many of its members became Youth Council members. The Philadelphia Youth Network, staffed by school-to-career professionals from the school district's Education for Employment Office, staffs the Youth Council.

San Diego: The executive committee overseeing San Diego's school-to-work partnership was the nucleus of the Youth Council. This committee voted to dissolve the partnership and transfer school-to-work activities to the Youth Council.

Sonoma County: The new Youth Education and Employment Services Council reports to both the local School-to-Career Partnership and the WIB of Sonoma County. Both groups recommend individuals for membership on the Youth Council, to be approved by the county board of supervisors.

particularly true where an existing planning group had already moved toward a more inclusive composition. New Haven is a case in point. There, a diverse planning group had formed a few years before the Youth Council's launch in order to prepare an (unsuccessful) application for a multi-year, multi-million-dollar federal Youth Opportunity Grant. This group became the nucleus of the local Youth Council.[2]

The Workforce Investment Act specifies that young people be represented on the Youth Council through the membership of a former program participant. Several communities studied have gone further and made youth involvement a high priority. Cape Cod's Youth Council has five voting youth members and a formal relationship with the Barnstable County Sheriff's Youth Congress. Philadelphia has established a 35-person Youth Advisory Committee. This youth leadership group, comprised of individuals nominated by their schools or by other youth-serving organizations, provides a youth perspective to the council.

Youth Council Structure

Across the country, launching an effective Youth Council requires solving an organizational challenge: how can Youth Councils be both inclusive and efficient? With the mandate to include representatives of many different youth-serving organizations and systems, Youth Councils can be quite large. How can they represent all stakeholders and still get things done?

Among the eight Youth Councils studied, some are as large as 44 members. Most Youth Council members have their own demanding full-time jobs; their time is limited. Getting people to regular meetings does not happen automatically. Among the communities studied, there is great variation in the Youth Council's ability to get people to attend meetings regularly. The chair of the Sonoma County Youth Council pointed to high attendance as a sign of success and explained, "I've been involved in youth and workforce development for 17 years . . . and I can tell you this is different. We're energized. We're engaged." At the other extreme, at least two Youth Councils we spoke to have had difficulty getting a quorum at their meetings.

What strategies are Youth Councils using to address this challenge?

Most of the eight sites have set up committees to address specific issues. For example, Cape Cod established four task forces based on its priorities for the first year:

- **Community Resource Committee**, to plan resource mapping efforts;
- **Out-of-School Youth Committee**, that focuses on the needs of alternative education settings in the region;
- **Employability Skills Committee**, charged with working with teens and employers to design programming to improve teens' employability skills and employers' supervisory training; and
- **WIA Funding Committee**, to create an RFP for funding in-school youth services.

San Diego has identified four committees it plans to establish: Communications, Program Design, Youth Focus Groups, and Marketing.

Youth Councils that have established an effective committee structure appear to be better able to keep members engaged and involved. Committees can help council members focus on manageable tasks–and make full-council meetings more effective.

Sonoma County has created an Executive Committee with the explicit goal of putting older and newer leaders together to smooth leadership transitions and sustain the Youth Council's vision. This structure provides mentoring opportunities for newer leaders and is designed to continually renew the Youth Council's leadership.

However, committees are only likely to take off and accomplish their tasks if they are

Number of Youth Council Members

Albuquerque: 39

Cape Cod and the Islands: 39

Gloucester County: 30

Kansas City: 33

New Haven: 23

Philadelphia: 33

San Diego: 44

Sonoma County: 17

adequately staffed by skilled professionals who make sure work gets done between meetings. Among the communities studied, Philadelphia has perhaps the most impressive combination of committees and staff work. The Youth Council established three standing committees:

- **Strategic Planning and Policy** sets the vision for the Youth Council, providing guidance to other committees.
- **Standards, Performance, and Evaluation** established standards for use by respondents to RFP for resources, and it is creating an implementation guide to help providers meet standards.
- **Public Engagement** works to raise the visibility of the Youth Council and its planning effort with key constituencies across the city.

Each committee is kept on task and assisted by a staff person from the Philadelphia Youth Network. Staff make sure that each meeting has specific products, next steps, and hard time lines. This creates a business-like atmosphere and a sense that participation matters.

Philadelphia funds this relatively intensive staff structure by combining administrative dollars from several different youth funding streams, not just WIA. This arrangement is possible because so many youth dollars come into the city. Philadelphia's staff-intensive approach may be less feasible in communities with a smaller overall investment in young people.

Activities to Date: Planning Process and Resource Mapping

If planning for a community's youth services is to be well-grounded and well-conceived, the Youth Council must take stock of current services and critical gaps. One technical assistance guide for Youth Councils has identified three ongoing data/information tasks that youth workforce investment planning and operations require:[3]

- Demographic data on need (who the customers will be);
- Data on existing resources and services (what's in place); and
- Information on results and outcomes of current services (how effective they are).

How are the eight Youth Councils studied assessing youth needs and setting priorities for programs and funding? Two trends are worth noting:

- The use and value of expert consultant organizations to help launch and implement Youth Council strategies; and
- The power of resource mapping efforts in helping Youth Councils set priorities.

Experts: More than half the sites studied have turned to outside experts for assistance. Some have used national organizations, such as the Levitan Center for Social Policy at Johns Hopkins, New Ways to Work, and the Commonwealth Corporation. In Albuquerque, MRGBEC used its relationship with the business-led Economic Development Forum to obtain data on the regional economy. In New Haven, the statewide Connecticut Voices for Children has provided important information and data on the demographics and needs of out-of-school youth. Soliciting help from experts can minimize wheel-spinning and provide information for planning purposes that WIB or Youth Council staff are neither well-positioned nor prepared to generate on their own.

Resource mapping: Several communities have pursued innovative approaches to mapping community resources for youth. Three different emphases can be distinguished in these communities, focusing on identification of: 1) local organizations and the services they provide; 2) the needs of local youth; and 3) youth funding streams that come into the city or region from federal, state, and other sources.

On Cape Cod, the Youth Council established a youth-led Community Resource Committee. Twenty-six students from eight

schools were trained in a community resource mapping method pioneered by the Washington, DC-based Academy for Educational Development. Using GPS mapping software, over 100 young people are identifying existing youth programs on the Cape. Many are getting community-service credits for this work, and they are accomplishing a research task that the Youth Council would not have been able to undertake with its own limited staff. The Sonoma County Youth Council has used community resource mapping tools created by New Ways to Work for the School-to-Work Intermediary Project and will produce a resource guide for the county based on the mapping exercise.[4]

Gloucester County used a mail survey to assess local services and gaps (although the response rate has been low). Gloucester County coupled the survey with a focus group of young people that asked them to identify their greatest needs and local service gaps.

Early in planning their Youth Council strategies, Philadelphia and several other communities placed a high priority on identifying and mapping the funding streams available for serving young people. This kind of resource mapping has enabled planners to identify stakeholders for inclusion on the Youth Council and to set priorities for relationship-building among youth-serving institutions.

Activities to Date: Request for Proposals for Youth Services

The primary responsibility of most Youth Councils is to craft the parameters for an annual Request for Proposals that determines how local WIA youth funds are to be allocated and to recommend to the Workforce Board providers that should be funded with WIA dollars. For most councils we studied, getting the first year's RFP written and distributed to providers was a challenge. In Gloucester County, Sonoma County, and several other communities, WIB staff played a central role in designing and writing the RFP. To the extent possible, these communities are using a less staff-driven process in designing the second-year RFP. A typical division of labor this year appears to be initial design and drafting by the WIB or other organization staffing the Youth Council, with reactions and revisions by either the full Youth Council or one of its committees.

In most communities, a single RFP was issued, with two sets of guidelines and competition: one for services to in-school, the other for serving out-of-school youth. New Haven, for example, asked bidders to submit proposals in response to either or both of two distinct sections: 1) year-round in-school youth programs for young people ages 14-21; and 2) year-round out-of-school programs for people ages 16-21. Requirements for the in-school section stressed study skills and high school completion; the out-of-school youth section emphasized occupational skills training and job placements and retention. Kansas City offered providers a choice of competing in one of three service categories: 1) year-round activities for in-school youth ages 14-18; 2) year-round activities for out-of-school youth ages 16-21; and 3) year-round activities for in-school and out-of-school youth ages 14-21.

There are other variations. Gloucester County first issued the RFP for out-of-school youth; the request for services for in-school youth has not yet been issued. In Sonoma County, RFP respondents prepared a plan for serving a region of the county in an integrated fashion, acting as a broker for services for both in-school and out-of-school youth. Sonoma also set aside a portion of its funds for special projects and funded a regional YouthBuild, a youth entrepreneurship program in conjunction with the local Economic Development Board, and a service learning leadership project run in conjunction with the Sonoma County Volunteer Center.

Each Youth Council must determine how best to provide both "framework services" (intake, assessment, development of Individual Service Strategies, case management, and referrals) and ten "program elements" specified in the Workforce Investment Act (see box). This is not a simple decision; around the

country, Youth Councils are experimenting with different models.

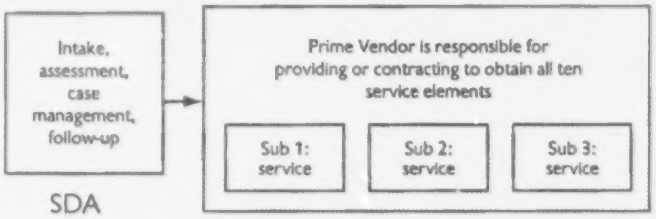
Framework Services: On the delivery of framework services, the choice is more centralized versus less centralized approaches. Many Youth Councils are assigning the responsibility for intake, assessment, and service referrals to the local fiscal agent for U.S. Department of Labor funds, which is usually the Service Delivery Area that traditionally provided such services under the Job Training Partnership Act. Among the eight communities studied, some planned to use the local One Stop Centers to provide framework services. In San Diego, the lead partner in each collaborative receiving funding is required to work with the local One Stop to provide intake, eligibility, and assessment services to out-of-school youth.

Some communities have decided to be less prescriptive about the role of the One Stop Career Centers and the location of framework services. In New Haven, for example, the One Stop and local Job Corps center will serve out-of-school youth while in-school career centers will work with in-school youth. Whatever decisions local planners make about the provision of framework services, this much is certain: to give sound advice and make effective referrals for young clients, providers of framework services must be knowledgeable about the range of services available to young people in the local area.

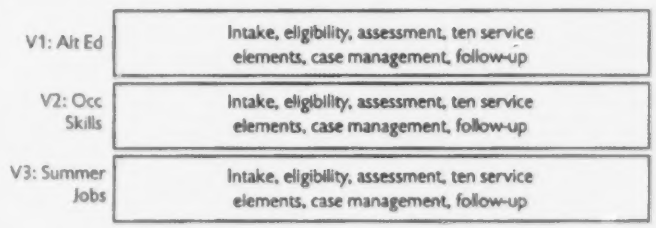
Provision of Required Program Elements: Strategies for providing the ten required program elements differ from one community to the next. Some RFPs, such as those issued in Albuquerque and San Diego, expect each provider to make available *all* ten program elements. Others, as in New Haven, require providers to demonstrate *which* of the ten they will provide and how they plan to do so. For each community, the dilemma is how to provide a very ambitious range of services most effectively.

The Commonwealth Corporation has studied how RFPs were issued by local workforce areas in Massachusetts. The picture is consistent with the experience of the eight communities we studied nationally.[5] It found a few basic models for providing framework services, which are either centralized in the fiscal agent or One Stop Career Center or decentralized among the vendors who are selected to provide youth services under the RFP. Similarly, there are a few variants in the provision of the ten program elements, ranging from requiring each provider to offer all ten to requiring providers only to specify which of the ten they will provide.

Model A: Service Delivery Area provides framework services; vendors provide model service elements


Intake, assessment, case management, follow-up
SDA
Prime Vendor is responsible for providing or contracting to obtain all ten service elements
Sub 1: service
Sub 2: service
Sub 3: service

Model B: Vendors provide all services


V1: Alt Ed
Intake, eligibility, assessment, ten service elements, case management, follow-up
V2: Occ Skills
Intake, eligibility, assessment, ten service elements, case management, follow-up
V3: Summer Jobs
Intake, eligibility, assessment, ten service elements, case management, follow-up

Commonwealth Corporation research found that Youth Councils tend to shift the burden to service providers/vendors for "figuring out" how to provide the ten program elements. The transition to a networked vision of youth service provision is still far from being realized; traditional, vendor-driven approaches to program design and allocation of resources remain strong. In Massachusetts (and, we expect, nationally), Youth Councils and the Workforce Investment Boards have much work to do to provide enough leadership and guidance that the system does not, by default, give priority to the interests of tra-

ditional service providers over the needs of local youth.

It will be very important to watch and assess how well One Stops designed to serve adults can provide the required framework services to youth and how effective they will be at outreach to young people and in providing the required WIA program elements. There may be important lessons from the Youth Opportunity grants about how best to encourage young people into career centers and how best to help them choose services to meet their needs.

Integration of Resources

These eight communities have very different amounts of money available for WIA-related youth programming. In Sonoma County, the Youth Council recommends how over $400,000 of WIA funds should be distributed. However, the WIB and the STC Partnership also have control over additional resources, including the youth portion of a $1.1 million TANF grant from the state to the county to serve welfare recipients and the youth components of a $1.3 million H1B training grant and a $500,000 Caregiver Training Initiative grant. Kansas City, San Diego, and Philadelphia have multi-million dollar Youth Opportunities Grants that target services to youth residing in geographically small, high-poverty neighborhoods. At the other extreme, the Albuquerque Youth Council had only $311,000 to distribute across its four-county area in its first year (although that will rise to over a million dollars in the next funding cycle).

Youth Councils rarely *control* the non-WIA funds that flow through a community to fund youth services, such as school district, juvenile justice, social service, and other funding streams. However, communities are designing strategies for aligning youth resources so that some of these many, fragmented funding streams are better coordinated.

In San Diego, for example, the Workforce Partnership is the fiscal agent for a Youth Opportunity Grant, WIA youth formula funds, and school-to-career grants. Key staff meet weekly to promote consistency and continuity across programs. All service providers funded through the Workforce Partnership must use a common, on-line reporting system that collects individual enrollment data and interim indicators related to the various WIA program elements.

Perhaps the most impressive strategy for aligning different youth resources toward a common set of goals and outcomes is being developed in Philadelphia. There, common standards and an ambitious technical assistance strategy are creating coherence across different youth funding streams (see box).

Ten Required Youth Program Elements Under WIA

The Workforce Investment Act specifies that ten program elements be available to young people served with WIA funding. Below, we describe how one area—Cape Cod and the Islands—plans to make these services available. The Cape Cod Youth Council has recommended which youth-serving organizations and institutions will have lead responsibility for providing each program element and is promoting collaboration among schools and providers chosen through its RFP process.

Program Element	Delivery in Cape Cod By
Tutoring and study skills leading to completion of high school	Schools
Alternative high school services	Schools
Summer employment tied to academic and occupational learning	School-to-career partnership and efforts of individual members
Paid and unpaid work experiences	School-to-career partnership, efforts of individual members, with support from the MA Connecting Activities Fund
Occupational skills training (in a documented, in-demand field)	Schools
Leadership development opportunities, including community service	Barnstable County Sheriff's Office and the Youth Council Teen Committee
Supportive services	Youth Council partners
Adult mentoring	Working with the United Way on new partnerships, also through workplace supervisors
Follow-up services for not less than 12 months after program completion	Under contract with selected vendors
Comprehensive guidance and counseling	Primarily at schools, through their own services or through contracts

Lessons from these Communities

The experience of Youth Councils is quite new. Some are in their second year; some in their first. All are still experimenting with the most efficient and effective ways of planning for youth services in their communities. All have the mandate to begin with youth programming specified within the Workforce Investment Act that created them. But many—including these eight—are seeking ways to use the WIA Youth Councils as a vehicle for more integrated and inclusive services for young people.

In the next few years, there will be much to learn from the strategies and approaches, the successes and false starts, of these and other communities. In the meantime, important lessons can be gleaned from the early developments in these particular communities. We believe these lessons can be useful both to these eight communities that were gracious enough to let us study their progress and to other places around the country interested in embarking on a similar journey.

> ***History matters:*** *In their membership, their cultures, their priorities, and their strategies, Youth Councils reflect their origins and the traditions of the organization that staffs them. Knowing the history of a community's youth-related planning efforts can make it easier to anticipate and identify likely gaps in program services, stakeholder representation, and strategy that are obstacles to the design and implementation of an integrated and inclusive system for serving youth.*

We found two distinct patterns of Youth Council evolution, and their variations are important and influence the vision, composition, priorities, and strategies of Youth Councils. These appear to be significant guides to current strengths and gaps. One pattern is the evolution of the Youth Council out of a strong school-to-career effort tied to the local edu-

Philadelphia's Strategy for Integrating Youth Resources

After an early mapping of youth funding streams, the Philadelphia Youth Council looked for ways to create a common vision and direction that would not threaten any constituency's control of its own resources. The Youth Council and the non-profit Philadelphia Youth Network that staffs it decided to develop a clear set of standards for youth programming, to apply them first to the WIA funds under the Youth Councils control, and then to work with other youth-serving institutions to expand their application to other youth programming.

Using research and quality standards developed by the American Youth Policy Forum, National Youth Employment Coalition, Levitan Center for Social Policy, and others, staff developed the *Core Standards for Philadelphia's Youth Programs*. Incorporated into the Youth Council's RFP, the standards emphasize a range of priorities for youth service providers, including:

- Contextual learning opportunities;
- Parent-guardian involvement and participation;
- High standards for learning;
- Connections to employers, schools, and caring adults;
- Personal and career exploration, counseling, and planning;
- Leadership development and teamwork; and
- A holistic, asset-based approach and links to needed community supports.

To breathe life into the standards, the Youth Council has given the Philadelphia Youth Network the responsibility of developing satisfaction surveys, professional development sessions, implementation guides for youth providers, and incentives to meet the standards. Fifteen hours of professional development are required of all recipients of Youth Council funds.

The Youth Council has taken an important next step in promoting the integration of funding and service strategies. The city's after-school programming, run by the school system, has agreed to ask its grantees to use the Core Standards, as has the William Penn Foundation. In this way, the common vision is working its way into use outside the WIA system.

cation system. The other pattern is the development of Youth Council membership, mission, and activities by the local Workforce Investment Board and other interests whose experience has primarily been within the Labor Department-funded workforce system.

Sonoma County is a rare example of a balanced melding of these two origins; in most places, one or the other tradition tends to dominate and shape the council's culture and program. In communities where the Youth Council and its leadership emerged from the local area's school-to-work partnership and activities, school-department involvement is typically strong, as is the engagement of workplace partners. However, these sites tend to have to work harder to incorporate organizations that serve out-of-school youth.

On the other side, Youth Councils that have been influenced primarily by the workforce investment/youth employment system as it evolved under JTPA bring different strengths and experiences. The most "familiar" service model in these communities is summer youth employment and the recruitment, assessment, intake, and support strategies that are part of that system. Year-round programming is less familiar, and academic standards are new challenges for these councils.

> ***Money (and staffing) matter**: The work that ambitious Youth Councils are proposing for themselves and other institutions in their communities cannot be accomplished without adequate resources for paid staff. To be successful, these individuals need political sophistication, organizational development savvy, and an understanding of youth employment, development, and education. This is not an easy assignment.*

Some communities we studied can influence only the spending of WIA funds. The available resources are limited in these communities, particularly if they are not big cities. The funding available for covering administrative costs associated with staffing the Youth Council is small.

Some communities have built staff capacity through creative pooling of administrative funds from a number of sources: remaining school-to-work funds, TANF program dollars, and other Department of Labor grants (e.g., regional skills alliances and, in some communities, Youth Opportunities Grants). Creative bundling can make a difference in how well a community and its Youth Council can deliver on their ambition.

Money matters in other ways. To the extent that a Youth Council has influence over funds above and beyond WIA, it is better able to offer incentives that bring important stakeholders to the table. This is especially important in relation to local school districts. Given that schools have their own independent and secure funding base, leveraging their engagement may require that they feel that the resources "in play" are significant enough to warrant the investment of time in collaborative discussions and planning.

> ***Alignment of youth programming does not require centralized control of youth resources:** The surest way to set off turf wars is to threaten traditional patterns of control over funding. Yet, as the experiences in Cape Cod, Philadelphia and elsewhere show, the alignment and coordination of youth programming can be improved without centralizing resources.*

Philadelphia's emphasis on common core standards for youth-serving organizations, along with its provision of related technical assistance and incentives, are encouraging and accelerating collaboration. Cape Cod is emphasizing the state's public school standards and assessment system as the academic achievement standards that should guide all providers. Implementation guides, technical assistance manuals, and professional development programs are all ways to build a common vision and set of priorities across agencies without threatening traditional patterns of the control of funding.

In addition to setting standards and creating supports, Youth Councils can also act as brokers to help rationalize youth services and turn potential turf battles into "win-win" opportunities. Two years ago, the Philadelphia Youth Network began conversations with the Philadelphia Housing Authority, which receives significant drug elimination funds through the U.S. Department of Housing and Urban Development, about how those funds could best be used to help the city's youth. The Housing Authority recognized that it was not very effective as a youth-serving organization; it was in the housing business. PYN successfully brokered a relationship between the Housing Authority and the city's network of settlement houses for them to take over youth services funded with the drug-elimination money. The arrangement has been so positive for all parties that the Housing Authority is now buying computer labs for the settlement houses. HUD has highlighted the approach as a national best practice.

Year-round programming poses challenges of both design and coverage: *WIA's youth provisions reorient youth programming away from summer-only employment programs to more comprehensive, year-round programming. Regardless of the origins of the Youth Council and the experience of its staff and board, this legislative mandate will require Youth Councils and service providers to experiment with new models and to accelerate knowledge development on effective and efficient year-round service strategies.*

First, there is a design challenge. The primary experience of most Labor Department-funded youth employment providers is with summer jobs programs or short-term internships and training. Schools are better able to design year-round programming, but their expertise is in academic coursework, not youth development, employment, or other program elements. Most communities we studied acknowledge that they need help figuring out how best to serve young people, particularly out-of-school youth, through year-round activities. This is new territory; the communities expect their providers and the council itself to learn a great deal from initial efforts to fund and support year-round programming.

The second challenge is coverage. If WIA youth money must provide year-round services, it will serve far fewer individuals than did funding concentrated in the summer months. While year-round programming may well be more effective in helping young people advance in their lives and careers, it will become more difficult to provide intensive services to all the young people who are eligible and in need.

Youth Councils must balance strategies for engaging employers with strategies for meeting other youth needs: *The best way to organize service provision to engage employers may not be the best way to organize services that meet youth development, personal counseling, or other priorities.*

Under WIA and other recent federal workforce initiatives, workforce policy has become more concerned with making it easier and more worthwhile for employers to cooperate with the publicly funded system. School-to-career also brought this emphasis into youth services. However, this goal must be balanced against other goals for young people that are part of the ten program elements. Several communities we studied are looking at building from their school-to-career experience to organize and serve employers by industry clusters (e.g., manufacturing, health, information technology).

The jury is still out on how best to engage employers—and how to do it most

Even the most creative and active Youth Councils are still finding their way, still building relationships across youth-serving systems, and still assessing how far to move toward a more comprehensive approach.

effectively. On the one hand, as many school-to-work efforts learned, using industry clusters to organize the convening of employers and build trust among employers in the same sector can indeed be powerful. Building from regional economic development projections can ensure that the region's most important and labor-needy industries are served. However, obstacles are surfacing in Albuquerque, the community we studied that has moved farthest in this direction in its first year. For example, the community-based organizations that work with out-of-school youth have never shaped their work readiness or other skills programs to be responsive to specific industries. It is still not clear how best to align a cluster-based approach with a client-centered one.

Specific strategies are needed to engage school districts and keep them engaged: *One of the biggest challenges in the shift from a school-to-work to WIA framework for organizing youth service planning is that of school system involvement.*

Under the JTPA system, the involvement of the school system was frequently limited, with the boards of Private Industry Councils dominated by employers and non-school youth service providers. In most communities, the federal WIA system spends far less than the school system, which has a steady local and state funding base through the tax system. Will local school districts play a central role in Youth Council meetings and decisions?

In most communities we studied, local school systems are quite active. This may be an example of how "history matters": this may not be typical nationally. Those communities whose Youth Council efforts were influenced by their school-to-work initiatives are likely to have school-system involvement. In San Diego, the STC Steering Committee, which was comprised largely of educators from the public schools, became the core of the new School-to-Career Youth Council.

There is another reason why schools may want to play an important role. In several communities, we were told that schools are simply unwilling to serve WIA-eligible youth separately from other students. They need to be part of something bigger if these young people are to succeed. In New Haven, efforts are being made to coordinate dropout prevention programming with strategies for serving out-of-school youth. In San Diego, Philadelphia, and other communities with large populations of at-risk youth, the schools are motivated to find community partners they can work with. In Sonoma County, Youth Council membership from the schools reflects perceived gaps in serving special populations: alternative education, court/community schools, English language learners, gifted and talented programming, special education, and vocational education are all represented on the council, along with the typical academic program.

Will the experience of these communities be typical? And will the schools continue to stay as involved if Youth Councils are dominated by the traditions and priorities of the former JTPA system? This is a question that will require additional study in the coming years. How well this structure can keep representatives of the schools at the table working with representatives of other youth-serving organizations will be an important determinant of how comprehensive the Youth Council-led planning process will be.

It is not unusual for a Youth Council's ambition to be ahead of its capacity to deliver comprehensive programming for large numbers of local young people: *WIA provides a chance for a new start at planning and programming for a community's young people. Such new starts are exciting moments when ambition and hopes run high. We have explicitly focused on eight communities that have begun with great ambition for the WIA system to be a catalyst for more integrated, comprehensive, and effective youth programming.*

Unfortunately, ambition alone is not enough to sustain significant change over time. Resources, capacity, the flexibility to experiment and try new approaches, and goodwill and trust across the business, education, and youth-service worlds are all necessary.

Some communities we studied are having an easier time getting started than others. Some are having trouble achieving a quorum at regularly scheduled Youth Council meetings. One community has not yet settled into an agreement on the mission statement for its Youth Council. It remains to be seen whether the service-delivery models these communities choose will be able to sink deep roots and overcome the weaknesses of the past.

Ambition can be risky, as well as motivating. If a community's rhetoric or ambition gets too far out ahead of its ability to produce results, key interests and stakeholders might become alienated and pull back. Staff can become dispirited at the difficulty of reaching goals, even if it is clear they were unreasonable goals. Staff and boards of these new planning efforts must take care to balance their aspirations against the realities of funding, legal requirements, and other constraints. Occasional "reality checks" will be important as these efforts evolve.

Conclusion

Even the most creative and active Youth Councils are still finding their way, still building relationships across youth-serving systems, and still assessing how far to move beyond the WIA-only planning and monitoring role to a more comprehensive approach to coordinating and planning a community's response to young people's needs. The RFPs and funding approaches will continue to evolve. Membership and the organization of committees within the councils will change as leaders try to balance inclusion with efficiency. Best practices will begin to spread and organizations that support innovation and its diffusion will emerge.

What these efforts will accomplish for a community's young people will not be decided for several years. In that regard, this is a moment of opportunity. It is clear from the early experience and experimentation of these eight communities that there is exciting potential and early successes to build upon. Ongoing reporting on the progress of and lessons from these communities and others will be needed to understand how far this potential can be pushed by skilled and motivated practitioners—and how well the Youth Council system, housed under the Workforce Investment Boards, can address the very real and pressing needs of today's young people.

References

[1] Jim Callahan and Marion Pines. July 1999. *WIA Youth Policy Councils: Key to the Future for a Generation of Challenge*. Baltimore: Sar Levitan Center for Social Policy, Johns Hopkins University. p. 21

[2] In 1999, the U.S. Department of Labor launched a program under WIA to test the efficacy of targeting intensive services to youth in geographically concentrated, high-poverty neighborhoods. The competitive Youth Opportunities grants support projects designed to substantially increase the employment rate of out-of-school youth living in selected high-poverty neighborhoods. This program has been funded at $250 million a year. For more information, see www.doleta.gov/youth_services/opportunities.asp.

[3] John J. Heldrich Center for Workforce Development. May 2000. *Recipes for Success: Youth Council Guide to Creating a Youth Development System Under WIA*. New Brunswick NJ: John J Heldrich Center, Rutgers University.

[4] For copies of the tools, see the Web site of the School-to-Work Intermediary Project: www.intermediarynetwork.org.

[5] Commonwealth Corporation. March 2001. *Analysis of FY01 WIA Youth RFP Process*. Massachusetts WIA Youth Workshop Series. Boston: Commonwealth Corporation.

Appendix 1 : Framework for Youth Councils in Massachusetts

Measure	Level One: WIA	Level Two: Workforce Prep for Youth	Level Three: Human Services Connections	Level Four: Links to "Second Chance"	Level Five: Integrated System for all Youth
1.0 Mission/Vision	1.1 - Defined by 10 WIA elements WIA but largely focused on employment issues	1.2 - Generally defined by WIA service elements but moving closer to workforce preparation	1.3 - Workforce preparation and career development predominates but starting to encompass youth development issues for at-risk populations	1.4 - Youth development and workforce preparation for all youth are principal, with addition of greater attention paid to youth who are academically disadvantaged	1.5 - Learning achievement-both academic and workforce preparation-for all youth integrated into a single system of youth development
2.0 Youth Population Served	2.1 - WIA-eligible youth (low income, aged 14 - 21)	2.2 - WIA-eligible youth, with addition of career development services targeted at all youth	2.3 - All youth served with career development opportunities; additional targeted populations have YD services	2.4 - Low-income, high-risk vulnerable youth, including all who are academically disadvantaged	2.5 - All youth
3.0 Youth Council Composition	3.1 - Meets WIA requirements	3.2 - Core WIA membership supplemented to reflect new programs and initiatives; YC governance structure designed as basis for system	3.3 - Increased representation of social and human services funders, principals, and service providers	3.4 - Increased representation of education and "second chance" learning systems	3.5 - Active representation of political, business, community, education, and youth sectors; governance structure coordinates with other public and private governance mechanisms
4.0 Resource Base	4.1 - WIA youth funds administered appropriately	4.2 - WIA youth funds supplemented with demonstration grants and program contracts that support workforce preparation activities	4.3 - Workforce investments coordinated with social and human services grants and formula funds	4.4 - Workforce and youth development resources coordinated with educational resources, especially those that focus on second-chance learning system	4.5 - Learning System fully coordinates federal, state, local, and private resources that serve youth achievement
5.0 Planning Process	5.1 - WIA contract awards based on strategic priorities within WIA-eligible youth population	5.2 - Analysis of youth needs, mapping of existing resources, and identification of service gaps used to influence workforce and career development programs; labor force supply and demand trends shape service delivery	5.3 - Core strategic planning process used by additional agencies to make program decisions;	5.4 - Community partners coordinate resource requests and program decisions with core youth plan	5.5 - Community/region uses comprehensive plan to direct all public and private investments in education, workforce, and youth development; community partners make new resource commitments consistent with plan
6.0 Program Design Framework (intake, assessment, case management, etc.)	6.1 - Framework services support participation of WIA-eligible youth	6.2 - Framework services, connecting activities, and career support services are coordinated	6.3 - Level Two framework services supplemented with information exchange and coordinated case management across all participating partners	6.4 - Design framework supports community-wide youth development service continuum	6.5 - One-stop intake and eligibility system serves all youth; services fully networked through referral process; case management fully integrated
7.0 Program Services	7.1 - WIA-funded service providers deliver 10 program elements to participating youth	7.2 - Pilot or small-scale youth programs and intermediary services enhance delivery within the workforce domain	7.3 - Explicit linkages with social and human services providers implemented (MOU); intermediary and connecting activities expand to new partners; program partners align organizational policies and practices to system standards	7.4 - Explicit linkages with education services providers implemented (MOU); intermediary and connecting activities expand to new partners; program partners align organizational policies and practices to system standards	7.5 - All programs in community networked consistent with youth service continuum; teachers, counselors, and youth workers purposefully engaged in networked delivery
8.0 System Standards	8.1 - Alignment to standards required of service providers as condition of grant or contract award	8.2 - Adherence to system standards extended through expanded scope of grants and contracts	8.3 - Each youth development domain encourages wider use of standards across delivery system	8.4 - Most youth providers actively aligning services to system standards	8.5 - System standards universal across all youth services provided within community
9.0 Evaluation, Measurement, and Accountability	9.1 - WIA performance measures assess outcomes of WIA services	9.2 - WIA performance system supplemented with accountability measures required by new program resources; program evaluation a regular activity	9.3 - Coordinated data systems capable of generating management and performance information necessary for all partner oversight agencies; evaluation systems look at interim and long-term youth outcomes	9.4 - Emphasis on aligning data reporting and information systems across programs and resource sectors; system planning process responds to evaluation and progress measures	9.5 - Youth system fully accountable to the community; integrated data and benchmarking system tracks output, outcome, and impact of all youth investments
10.0 Community Awareness and Support	10.1 - Traditional youth employment service providers understand and participate in WIA process	10.2 - Constituency-specific partners-especially those focusing on career development, workforce preparation, and employment-support youth system	10.3 - Community outreach, education, and marketing efforts designed and implemented	10.4 - Regular assessment shows increasing awareness and support of youth system within community	10.5 - Parents and youth access from all community partners according to developmental need; employers and community partners regularly participate in planning and delivery networks

Developed by the Center for Youth Development and Education, Commonwealth Corporation

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Appendix 2: Relationship of School-to-Work Intermediary Network Members to their local Youth Councils

In spring 2001, as part of the research for this Issue Brief, the School-to-Work Intermediary Project surveyed the members of the Intermediary Network on their relationship to and involvement with their local Youth Councils.

Site	Is your organization represented on the Youth Council?	Who represents your organization on the Youth Council?	Has anyone in your org attended a Youth Council meeting?	How does your organization support the Youth Council?	How would you characterize your relationship with the Youth Council?	How would you assess the Youth Council's progress to date?	Is the Youth Council membership more inclusive than under JTPA?	Are schools more active as participants?	How different is the Youth Council governance structure from JTPA experience?
Berkshire County (MA) Regional Employment Board	Yes	Staff	Yes	Active membership in YC and staffing YC activities	Excellent		Yes	Yes	A new approach
Boston Private Industry Council	Yes	Staff	Yes	Active in all areas; the PIC is the Boston WIB, both staffing & chairing YC	Excellent	Strong start	Yes	Yes	A new approach
Business and Education Partnership of Somerset/ Hunterdon Counties (NJ)	Yes	Staff	Yes	YC just getting organizated when new WIB director said to hold up; organization will support any YC efforts	Excellent	Modest progress			
Career Partners, Inc./ Tulsa Chamber of Commerce	No		No						
Charleston (SC) Metro Chamber of Commerce	Yes	Board	Yes	No active committees; ongoing efforts to support	Cool	Stalled	No	No	Not very different
Community Education Coalition (Connorton, IN)	No		Yes		Limited	Stalled	Yes	No change	A new approach
Connecticut Business and Industry Association	Yes	Board	Yes	Active membership in YC	Limited	Modest progress			
Durham Workforce Partnership	Yes	Staff	Yes		Limited	Modest progress	Organization didn't participate in JTPA youth programs; no	No	A new approach
East Bay Learns	Yes	Board	Yes	Staffing of Youth Council activities	Good/limited	Modest progress; varies by county	Yes	No change	Somewhere in the middle
Entertainment Industry Development Corporation (LA)	Yes	Board	Yes	There are no committees; joint meetings w/YC providers	Limited	Strong start	Wasn't involved in JTPA-funded youth programs		
Fox Cities (WI) Alliance for Education	Yes	Youth-serving organization	Yes	Active membership on YC committees	Good	Modest progress	No basis to compare; no involvement with JTPA		
Greater El Paso Chamber of Commerce	Yes	Staff	Yes	In kind or other contributions	Good	Stalled	Yes	Yes	Somewhere in the middle
Greater Louisville, Inc.	Yes	Staff and board	Yes	Active membership in YC committee	Limited: willing, but YC is struggling for identity		Yes	Yes	A new approach
JobWorks-Ivy Tech State College School-to-Work	Yes	Board	Yes	Active membership on YC committees and staff YC activities	Excellent	Strong start	Yes	No	A new approach
Metrovision School-to-Career Partnership (New Orleans)	Yes	Board	Yes	Active membership on YC	Excellent	Strong start	Yes	Yes	A new approach

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Appendix 2 continued: Relationship of School-to-Work Intermediary Network Members to their local Youth Councils

Site	Is your organization represented on the Youth Council?	Who represents your organization on the Youth Council?	Has anyone in your org attended a Youth Council meeting?	How does your organization support the Youth Council?	How would you characterize your relationship with the Youth Council?	How would you assess the Youth Council's progress to date?	Is the Youth Council membership more inclusive than under JTPA?	Are schools more active as participants?	How different is the Youth Council governance structure from JTPA experience?
Middle Rio Grande Business Education Collaborative (Albuquerque)	Yes	MRGBEC serves as the YC	Yes	MRGBEC serves as the YC	Excellent	Strong start	Yes	Yes	A new approach
New York Citywide School-to-Work Alliance	Yes	Staff and board	Yes		Excellent	Modest progress	Yes	No	A new approach
Northeast Indiana Workforce Investment Board/Youth Council	Yes	Board	Yes	Active membership in YC committees & staffing YC activities	Excellent	Strong start	Yes	Yes	Not very different
Northern Rhode Island Business Education Alliance	Yes	Staff	Yes	Active membership in YC and on RFP Committee	Good	Modest progress	Yes	Somewhat	A new approach
Philadelphia Youth Network	PYN is staff to the YC	PYN board members serve on YC but not in that capacity	Yes	Staffing YC activities	Excellent	Strong start	Yes	Yes	A new approach
Sonoma County School to Career Partnership	Yes	YC is a committee of the Partnership	Yes	Active membership on committees, staffing, and in-kind contributions	Excellent	Strong start	Yes	Yes	A new approach
Southeastern Pennsylvania Industrial Resource Council	Yes, in the largest of four counties in region	Staff	Yes	Active membership on YC committees, in-kind contributions; raised funds for three-day retreat for all four local YCs	Excellent	Modest progress	Yes	Yes, but small changes	A new approach, with variation across the four regional Ycs
Texas Workforce Commission	No		Yes	Staffing YC activities	Excellent	Modest progress	No	Yes	A new approach
Tulare County (CA) Office of Education/ Workforce Investment Board	Yes	Board	Yes	Active membership in YC; in-kind contributions; and strategic planning	Excellent	Strong start	Yes	No	Somewhere in the middle
Unite LA	Yes	Staff and board. Chair of Unite LA board is chair of YC	Yes	Active membership on YC committees; staff YC activities; in-kind contributions; try to ensure that agendas of both are aligned	Excellent	Strong start Modest progress	Yes	Somewhat	Somewhere in the middle
The Workplace Learning Connection	Yes	Board	Yes	Council is struggling with breaking out of JTPA; anticipate being involved with mentor training	As good as it can be; struggle to meet regulations	Stalled: made minimal progress at last meeting	Not involved w/JTPA; it was moved by single person with single focus; true committee would be new direction		
Your Future is Our Business (Santa Cruz)	No		Yes	Staffing YC activities	Limited	Modest progress	Yes	No	Somewhere in the middle

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APPENDIX 3
CRITERIA USED IN SELECTING COMMUNITIES FOR THIS STUDY

In the winter of 2000-2001, Jobs for the Future and the Commonwealth Corporation sought six to ten communities to profile and learn from as part of a research project on the development of Youth Councils. We were particularly interested in looking at sites that were committed to playing a strong role in integrating planning and programming for all youth, both in-school and out-of-school. We decided that some but not all of the communities profiled would be members of the School-to-Work Intermediary Network. We sought—and chose—a mix of urban, rural, and suburban communities across the country.

The following questions guided the selection process:

Mission

- Does the Youth Council's stated purpose go beyond planning for and overseeing WIA youth programming?
- Given local conditions, is it reasonable to expect that the mission can be achieved?

History and Context

- What is the historical context for how the Youth Council came into existence (e.g., key leadership, political issues, turf issues, etc.)?
- What is the Youth Council's relationship to the local Workforce Investment Board?

Current Reality/Future Directions

- Is there a plan in place and were key stakeholders involved in developing it?
- How have key stakeholders demonstrated that they are bought into the youth plan for the community?
- Which organizations are represented on the Youth Council, and how were members selected?
- How many times has the Youth Council met? What is the planned frequency of future meetings?
- What are the current priorities and key planning and strategic activities of the Youth Council?
- What issues must be addressed over the next three years in order for the community to advance its agenda for more comprehensive planning and delivery of youth services?

Partners

- What key organizational partners have been brought together for youth service planning? What are their roles in building an effective local system, such as health and human services (including juvenile justice), education, employment and training, and other types of organizations?
- What is the relationship between the School-to-Work Local Partnership and the emerging Youth Council?
- What is the nature of the community's One Stop Career Center(s) and what efforts are being made to make them an effective partner in a youth serving system?
- What is the relationship of the Youth Council to the K-12 system?
- What is the relationship of the K-12 system to alternative education providers in the community, including funding arrangements for the alternative education providers?
- Are youth involved with the Youth Council, and if so, how?

Funding

- Are multiple funding streams (beyond WIA dollars) being accessed or considered to build a comprehensive system? If so, what funds?
- What process is the Youth Council using to procure youth services?
- What are the plans to grow youth funding over time?

Leadership

- What is the history of local leadership in the arena of youth services and the plan for leadership of the community/Youth Council effort?

Appendix 4: For More Information

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The School-to-Work Intermediary Project

The School-to-Work Intermediary Project is designed to strengthen and raise the public profile of local organizations that connect schools, workplaces, and other community resources.

www.intermediarynetwork.org

Jobs for the Future
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New Ways to Work
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